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The Memorandum of the Director of Strategic Services, dated 18 November 1944, on the establishment of a central intelligence service was referred to the Joint Chiefs of Staff for comment and recommendation. The matter has received careful study and consideration.

The Joint Chiefs of Staff recognize, as does the Director of Strategic Services, the desirability of (a) further coordination of intelligence activities related to the national security; (b) the unification of such activities of common concern as can be more efficiently conducted by a common agency; and (c) the synthesis of departmental intelligence on the strategic and national policy level. They consider that these three functions may well be more effectively carried on in a common intelligence agency, provided that suitable conditions of responsibility to the departments primarily concerned with national security are maintained. They believe, however, that the specific proposal to these ends made by the Director of Strategic Services in the Appendix to his Memorandum is open to serious objections in that, without adequate compensating advantages, it would over-centralize the national intelligence service, and place it at such a high level that it would control the operations of departmental intelligence agencies without responsibility, either individually or collectively, to the heads of the departments concerned. Consequently, the Joint Chiefs of Staff recommend against the adoption of the draft directive of the Director of Strategic Services.

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The Joint Chiefs of Staff append hereto an alternative draft which, they believe, retains the merits of the Director's proposals while obviating the objections thereto. In brief, it provides that a central intelligence service be established in two steps. To this end they recommend approval and early issuance of the appended draft directive. This directive would at once set up a National Intelligence Authority (Secretaries of State, War and the Navy, and a representative of the Joint Chiefs of Staff), a director of a Central Intelligence Agency, and an Intelligence Advisory Board, (heads of the principal military and civilian intelligence agencies). The first duty of this group would be to prepare and submit to you a basic organizational plan for implementing the complete directive.

The success of the proposed organization will depend largely on the Director of the Central Intelligence Agency. In the opinion of the Joint Chiefs of Staff he should have considerable permanence in office, and to that end should be either a specially qualified, high-type civilian or a retired military officer of appropriate background and experience. It is considered absolutely essential, particularly in the case of the first director, that he be in a position to exercise impartial judgment in the many difficult problems of organization and cooperation which must be solved before an effective working organization can be established.

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Enclosure

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A P P E N D I X

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DIRECTIVE REGARDING THE COORDINATION OF INTELLIGENCE ACTIVITIES

In order to provide for the development and coordination of intelligence activities related to the national security:

1. A National Intelligence Authority composed of the Secretaries of State, War and the Navy, and a representative of the Joint Chiefs of Staff is hereby established and charged with responsibility for such over-all intelligence planning and development, and such inspection and coordination of all Federal Intelligence activities, as to assure the most effective accomplishment of the intelligence mission related to the national security.

2. To assist it in that task the National Intelligence Authority shall establish a Central Intelligence Agency headed by a Director who shall be appointed or removed by the President on the recommendation of the National Intelligence Authority. The Director of the Central Intelligence Agency shall be responsible to the National Intelligence Authority and shall sit as a non-voting member thereof.

3. The Director of the Central Intelligence Agency shall be advised by an Intelligence Advisory Board consisting of the heads of the principal military and civilian intelligence agencies having functions related to the national security, as determined by the National Intelligence Authority.

✓ 4. The first duty of the National Intelligence Authority, assisted by the Director of the Central Intelligence Agency and the Intelligence Advisory Board, shall be to prepare and submit to the President for his approval a basic organizational plan for implementing this directive in accordance with the concept set forth in the following paragraphs.

5. Subject to the direction and control of the National Intelligence Authority, the Central Intelligence Agency shall:

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a. Accomplish the synthesis of departmental intelligence relating to the national security and the appropriate dissemination within the Government of the resulting strategic and national policy intelligence.

b. Plan for the coordination of the activities of all intelligence agencies of the Government having functions related to the national security, and recommend to the National Intelligence Authority the establishment of such overall policies and objectives as will assure the most effective accomplishment of the national intelligence mission.

c. Perform, for the benefit of departmental intelligence agencies, such services of common concern as the National Intelligence Authority determines can be more efficiently accomplished by a common agency, including the direct procurement of intelligence.

d. Perform such other functions and duties related to intelligence as the National Intelligence Authority may from time to time direct.

6. The Central Intelligence Agency shall have no police or law-enforcement functions.

7. Subject to coordination by the National Intelligence Authority, the existing intelligence agencies of the Government shall continue to collect, evaluate, synthesize, and disseminate departmental operating intelligence, herein defined as that intelligence required by the several departments and independent agencies for the performance of their proper functions. Such departmental operating intelligence as designated by the National Intelligence Authority shall be freely available to the Central Intelligence Agency for synthesis. As approved by the National Intelligence Authority, the operations of the departmental intelligence agencies shall be open to inspection by the Central Intelligence Agency in connection with its planning function. In the interpretation of this paragraph, the National Intelligence Authority and the Central Intelligence Agency will be responsible for fully protecting intelligence sources and methods which, due to their nature, have a direct and highly important bearing on military operations.

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8. The National Intelligence Authority shall have an independent budget upon which the Central Intelligence Agency shall be dependent for budgetary support. The National Intelligence Authority budget shall also be available for other intelligence activities as the National Intelligence Authority may direct. Within the limits of the funds made available to him, the Director of the Central Intelligence Agency may employ necessary personnel and make provision for necessary supplies, facilities and services. With the approval of the National Intelligence Authority, he may call upon departments and independent agencies to furnish such specialists as may be required for supervisory and functional positions in the Central Intelligence Agency, including the assignment of military and naval personnel.